



# **Strategic Policy and Institutional Reform**

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## ***Annual Report 2004***

### ***Presented to:***

***Patricia Fn'Piere, Democracy Specialist  
USAID/DCHA/DG***

**Prepared by:  
Russ Webster  
Practice Manager  
Policy and Institutional Reform  
Democracy and Governance  
[Russ\\_Webster@DAI.com](mailto:Russ_Webster@DAI.com)**

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Annex:           Final Report for Ukraine Anti-Corruption Task Order “Partnership for a  
                       Transparent Society”  
                       Final Report for Peru/Ecuador Border Assessment

## **CONTRACT OVERVIEW**

This report on DAI's activities under the SPIR IQC covers four quarters in 2004 – from January 1<sup>st</sup> to December 31<sup>th</sup>. The status of our Task Orders during this 12 month period is:

1. Ukraine Anti-Corruption (TO 800) – Contract period July 1, 2001 to September 29, 2004
2. Peru Alternative Development (TO 801) – Contract period June 3, 2002 to June 13, 2005
3. Peru/Ecuador Border Assessment (TO 802) – Contract period December 31, 2003 to April 30, 2004
4. Georgia Support to the New Government (TO 803) – Contract period September 30, 2004 to March 30, 2005

## **PROJECT ACTIVITIES DURING CONTRACT YEAR 2004**

### **UKRAINE ANTI-CORRUPTION #800**

#### **Project Description**

The objective of this project was to mobilize Ukrainians in the fight against corruption and to promote greater accountability and transparency among government. The project was designed to fit under the USAID/Ukraine strategic objective 2.1.5: "Citizens Anti-Corruption Campaigns More Effective." The DAI team worked at the local and national levels using a flexible approach to programming resources. At the *local level*, the project sought to empower local civil society organizations to promote civil advocacy and represent victims of corruption by establishing Public-Private Partnerships for Integrity. At the *national level*, the project was designed to:

- Develop the capacity of Ukrainian NGOs to implement community level programs;
- Promote Ukrainian NGO leadership and cooperation in anti-corruption activities; and
- Coordinate with other USAID, USG and other donor activities supporting the objectives of this program.

#### **Activities and Accomplishments**

Over a three year period (October 2001 through September 2004) the Partnership for a Transparent Society program developed a model for fighting corruption that fostered citizen participation with local government to develop a grass roots movement toward greater transparency and accountability, in an effort to promote the principles of a democratic society and the rule of law. The Partnership strengthened more than 100 non-governmental

organizations throughout 11 regions of Ukraine, while promoting coalition-building, citizen empowerment, advocacy and public education. This program was more than an anti-corruption program and went beyond the initial tasks outlined in the original workplan, multiplying its impact through mentoring, partnering and outreach at the local and regional levels.

Corruption continues to be a paramount concern in Ukrainian society; the sense of hopelessness, cynicism and despair over corruption's impact is starting to change through greater awareness and empowerment of the third sector. After three years, according to the Partnership Program's annual surveys, 73 percent of Ukrainians now believe that the third sector (that is, non-governmental organizations) should play a role in combating corruption and 22 percent were willing to personally take part in actions initiated by such organizations.

For example, close to 25,000 Ukrainian citizens turned to 26 of the Partnership's citizen offices in the regions of Lviv, Drohobych, Stryi, Ternopil, Chernivtsi, Kamianets-Podilsky, Shepetivka, Lubny, Kobeliaky, Sumy, Okhtyrka, Donetsk, Artemivsk, Luhansk, Kherson and Mykolayiv, and 15,000 sought advice from the Partnership hotlines.

The Partnership strategy created a network that allowed its partners to share experiences and lessons learned, and discuss successful approaches to battling corruption. The participants of the Partnership's anti-corruption coalitions decided to continue their work beyond the project, inheriting the know-how of the USAID program and establishing their own informal network of NGOs, the "Partnership for a Transparent Society NGO Network," to continue their anti-corruption work. A common thread running through project activities in each of the ten communities and their six pilot cities (Stryi, Ternopil, Kobeliaky, Shepetivka, Okhtyrka and Artemivsk) were the Citizen Advocacy Offices (CAOs) and anti-corruption hotlines.

Public awareness was critical to the success of the program and the various brochures, newspapers, publications, radio and television broadcasts reached millions of people throughout Ukraine. The Partnership activities were highlighted in dozens of articles in the national press, and hundreds of publications in local/regional newspapers and magazines.

The program launched a number of new regional publications working in collaboration with local counterparts, many of which hope to continue these publications even after the close of the program. Many radio shows reported on the successes of the Partnership program, including the BBC and Radio Liberty, as well as Ukrainian radio stations. Partnership success stories and such issues as corruption in higher education, corruption on real estate issues and corruption regarding government officials were emphasized on such Ukrainian television shows as UT1's "Perekhrestia" (Crossroads), on Channel 1+1, on ICTV and on STB.

Close to 40 targeted and demand-driven trainings allowed the Partnership's NGO leaders to learn new skills in such important areas as strategic planning, financial management, fundraising, models of social partnership and advocacy. Not only did these trainings help build the capacity of NGOs and enhance the performance of the coalitions during the project, they laid a solid foundation for the sustainability of the NGOs' future activities.

The Partnership's innovation grants was established in 2003 to encourage creative approaches to battling corruption, these innovation grants demonstrated that significant results in preventing corruption can be achieved with modest resources. Under the innovation projects, the NGOs acted as partners of local government, helping them to establish transparent procedures in the areas of municipal school funding, small and medium business regulation, rural land privatization and youth policy development, to name a few. At the national level, the Partnership forged a strong working relationship with the Parliamentary Committee on Battling Organized Crime and Corruption.

Performance monitoring was one of the skills that our program systemically worked to develop among regional NGO coalitions. Our performance monitoring and measurement system was used not only for the management and reporting purposes of the Partnership for a Transparent Society project itself, but also as a means to teach the NGO coalitions to use monitoring and evaluation as an important part of managing their own projects. Special attention was given to the systemic changes, i.e. changes in rules and regulations creating a more transparent environment adopted by local and regional authorities under the influence of NGOs.

During the last six months of the project, each coalition was requested to submit the following data:

1. *Number of anti-corruption cases* – this indicator shows the overall workload of the citizen advocacy offices and telephone hotlines run by an NGO coalition;
2. *Number of successfully resolved cases* – this indicator demonstrates how successful the coalitions are at resolving specific cases dealing with corruption;
3. *Number of anti-corruption actions* – indicates specific actions by the government officials aimed at preventing corruption or establishing greater transparency government operations;
4. *Number of systemic changes* – captures the most desired results - long-term institutional changes that establish greater transparency and prevent corruption in the public sector.

The information for each of these four indicators is summarized in Table 2 “Ukraine Anti-Corruption Program Indicators – May 1 to September 29, 2004.”

Table 2: Ukraine Anti-Corruption Program Indicators  
May 1 to September 29, 2004

Coalition	Indicator (See Above List)			
	1.	2.	3.	4.
Donetsk	209	56	22	0
Drohobych	47	50	60	1
Kamianets-Podilsky	54	26	7	0
Lubny	30	14	6	1
Luhansk	33	38	21	9

Lviv	287	85	10	1
Mykolaiv	235	230	101	0
Sumy	55	23	4	0
Kherson	140	42	6	1
Chernivtsi	56	11	5	7
Total	1146	575	242	20

Following are examples of how we and our partners facilitated systemic changes:

- *Kherson*: The Kherson coalition promoted transparency in the work of the youth policy advisors to the mayor by establishing a system of regular communications and consultations of the advisors with the youth and students leaders. The work of the youth policy advisors was made more open and a mechanism was established for the youth leaders to provide input in the development of the city's youth policy and in the implementation of the youth projects funded by the city.
- *Lviv*: Here the coalition established a new channel of communication between the business leaders of the Lviv oblast and the governor – head of the oblast state administration. The governor agreed to participate in regular meetings of the regional coordination council on entrepreneurship to discuss and resolve issues concerning the interaction of controlling and law enforcement bodies with local businesses.
- *Chernivtsi*: The Chernivtsi coalition provided input in the city strategic development plan, and on such important local legal acts as regulations on municipal land lease, and on contributions of businesses leasing municipal land to the development of the municipal infrastructure. The focus of the coalition's input was on making the regulations more transparent and understandable to businesses.
- *Luhansk*: This coalition lobbied the Ministry of Fuel and Energy of Ukraine to develop a legal arrangement to provide retirement benefits to Ukrainian miners who retired while working at mining companies in Russia. Because Luhank oblast neighbors on Russia, many miners work there, and until this decision those who retired in Russia and returned to Ukraine were not eligible to certain important benefits. Due to the coalition's involvement an appropriate mechanism was established based on the intergovernmental agreement that positively affects thousands of retired miners.

## PERU ALTERNATIVE DEVELOPMENT #801

### Project Description

After Colombia, Peru is the second-largest producer of coca leaves in the world. To help encourage the cultivation of alternative crops in the country, USAID has contracted DAI to implement a program to support Peru's alternative development policy, which seeks to replace coca production with the harvest of profitable, licit crops. DAI's team works with national, regional, and local organizations in Peru to conduct analyses, make recommendations, and draft policies supporting social and economic development in current

and former coca-producing areas. Specific tasks include an institutional and structural study of DEVIDA, Peru's counter-narcotics agency, which implements the country's alternative development strategy, as well as a study of the legal framework of coca production in Peru.

Development Alternatives Inc. (DAI) began working for USAID/Peru under the Policy Analysis and Support Task Order in 2002. The overall objective of the Task Order is to enhance the capacity of the Government of Peru to enact and implement policy reform to more effectively manage counter-narcotics issues. The principal Peruvian institutional counterpart for DAI is DEVIDA, the Peruvian national agency responsible for oversight of Peru's anti-narcotics policies, as well as for implementation of the alternative development program. The project supports DEVIDA in its capacity as the implementing institution for alternative development by providing the staff and technical support for its monitoring and impact evaluation unit and for its environmental assessment unit. DAI, along with Chemonics, also provides communications assistance to enhance popular support for the alternative development program and counter-narcotics policies.

The policy activities of the project, along with the related communications and institutional strengthening activities of the project primarily support DEVIDA in its capacity as the government designated rector for counter-drug policy. Other key Peruvian government institutions with which the project works include the Peruvian legislature, the Ministry of Interior, the Ministry of Production, ENACO (the state enterprise responsible for the commercialization of licit coca), and FONAFE the government's holding company that owns all state enterprises like ENACO).

## **Activities and Accomplishments**

### ***Communications***

The book prepared by the Instituto de Estudios Peruanos (IEP) entitled *Chachadores de Coca* was released with considerable publicity. The book and surrounding promotion help solidify in the public view the licit coca demand figure and profile from the INEI survey. The historical part on the origins of the coca chewing tradition helped counter the cocalero propaganda that equates traditional chewing with sacred Inca tradition.

DAI's subcontractor Tironi Asociados continued to promote dissemination of information related to Alternative Development accomplishments. The firm also helped arranged televised coverage of dramatic police crackdowns on drug traffickers in Lima and related coverage that showed the links between the coca producing areas of the country and cocaine consumption in Lima.

DEVIDA advisors Boluarte and Vargas, working closely with media and the Ministry of Interior helped produce extensive coverage and explanations for eradication efforts, highlighting the extent to which new coca growers have invaded protected natural reserves and that the discovery of coca maceration pits throughout areas in which the growers claim to be serving the traditional market conclusively show that the production is for narcotics.

A DAI communications team accompanied FONAFE head Hilda Sandoval in her visit to meet with the cocalero federation in Quillabamba and filmed additional material related to ENACO and the complaints of the cocaleros. The material so far has been used to develop a short video presentation to the FONAFE board of directors to support her proposal to remove the ENACO board of directors and undertake DAI-assisted reform studies.

Tironi Asociados conducted its opinion survey in six towns. Additional questions were added to the survey to elicit public opinion data that could potentially be used in the advocacy work with congress and the executive branch. The results were reviewed preliminarily by AID, DAI and DEVIDA in late December.

### ***Advocacy***

Advocacy efforts during the past quarter have been concentrated on educating members of congress and staff on the risks of a bad coca law, the clear need to bring production in line with the now established level of licit demand, and the need to base any new coca law on sound analysis. A key part of that analysis, as congress has been informed is the need to develop a basis for better control of the production and commercialization of coca for licit purposes. Advocacy agents have included DEVIDA, FONAFE and CEDRO (a local NGO).

### ***New Research and Studies***

In the beginning of the period, DAI was working on terms of reference for several studies intended to demonstrate the negative environmental effects of cocaine processing and the negative health effects of possible contaminants in coca used for chewing. In consultation with AID, the studies were dropped as low priority in comparison with the emerging need to focus on the licit coca market and possible alternative formulas for control of production and commercialization.

Following initial consultations with FONAFE, DAI subcontracted a consultant to do an initial fact finding examination of ENACO and its operations. Substantial information was obtained, including the production registry (padron) data, and all the records of ENACO's purchases and sales for the last three years. This information has aided FONAFE in its decisions to replace the ENACO board and to proceed with the studies proposed by DAI. Terms of reference were developed and approved by AID and FONAFE in December.

### ***Improved Legal Framework for the Control of Precursor Chemicals***

DAI's consultants assisted the Government of Peru (GOP) to draft a new law for the control of precursor chemicals used in drug production: Law No. 28305, "Ley de Control de Insumos Químicos y Productos Fiscalizados". This law was passed in July 2004 with an overwhelming majority of senator votes. The DAI team provided technical support to the GOP to develop regulations for implementing the legislation. The technical team was under the guidance of Dr. Haislip and a group of local experts.



The project has also worked with USAID and other USAID contractors to design communications strategies to garner support for USAID's alternative development program.

In late October advisor Gene Haislip reviewed with the CHS team the results of the institutional analysis, visited the VRAE with Peruvian police officials and presented to AID and DEA preliminary conclusions regarding priority areas for financial support. In mid-December, with the CHS work completed, DAI gave DEA and AID a presentation of the final report conclusions, and the detailed financial support requirements. In the same presentation, Consultandes reported on the resistance among business leaders and the Ministry of Production to certain aspects of the planned regulation. Daniel Vasquez provided a status report on his progress with the Ministry of Interior and Ministry of Production representatives on the negotiation of the text of the draft resolution.

At the end, it was apparent that the technical level negotiations had reached a temporary impasse that required resolution at the political level.

### ***Coca Demand Study***

The project supported efforts to better understand the process of commercialization of licit coca production. This study will form part of the basis for future policy reforms in the area of control of licit coca production and commercialization.

### ***Institutional Strengthening Activities***

DAI assisted in the logistics for DEVIDA's international meeting entitled "National Political Will to Fight Drugs." This event took place in Lima in the offices of the Presidency of the Council of Ministers and included participation by delegations from Bolivia, Colombia, Ecuador and Chile. The forum included a report by participants in the Andean Committee on Alternative Development, representing their respective countries of Bolivia, Colombia, Ecuador and Peru, regarding the work carried out in that committee's meeting the three days prior to the forum.

The project also provided support to USAID/Peru in the organization of an international conference on monitoring, evaluation and operations research. This conference brought together representatives of the various Andean USAID missions engaged in Alternative Development and related activities (Bolivia, Colombia, Peru and Ecuador), representatives of the respective national governments, USAID implementing partners and specialists in various aspects of performance monitoring. Themes covered included micro-economic behavior, tracking media and communications programs and their effectiveness, social and economic surveys of ADP communities, environmental impact measurement and political movements and their impact on ADP. The conference resulted in the generation of an agenda for future research and a discussion of next steps to put that agenda into place.

## ***Coca Study***

In 2004, DAI led a group of consultants to research and analyze the economics of coca in the Andean region and to formulate some policy implications from this study. The study covers four countries in the Andean region (Peru, Bolivia, Colombia and Ecuador). The report will be finalized in the first quarter of 2005.

## **PERU/ECUADOR BORDER ASSESSMENT # 802**

### **Project Description**

The mid-term assessment of the Border Program, carried out during January and February, 2004, analyzed the degree of influence and the progress of USAID's Strategic Objective: to improve the quality of life of Peruvians in the target areas along the Peru-Ecuador Border. The study focused on the development processes stimulated through the interventions of the Program, the results achieved and the effects of the activities in each one of the areas of intervention: Napo (Loreto), Condorcanqui (Amazonas, and the frontiers of Ayabaca, Huancabamba and Lancones (Piura). The first two areas form part of the so-called Jungle Border Program and the second, that of the Highland Border Program.

### **Activities and Accomplishments**

- On the level of Intermediate Result 1, development plans have been created and validated with the participation of the community and the federations; the municipalities have incorporated these plans and priorities in their budgets and the participation of women in the decisions of the community has advanced.
- On the level of Intermediate Result 2, families have improved the productive processes of the community in some measure, particularly in the area of food security, while developing some commercial activities.
- On the level of Intermediate Result 2, the population supports and is involved in the improvement of the education for boys and girls, and schools have adapted the curricula as needed.
- On the level of Intermediate Result 2, access to quality health services has increased and families have improved their health habits.
- On the level of Intermediate Result 2, active participation of the population in the improvement of the basic infrastructure of their communities is notable.
- On the level of Intermediate Result 3, opportunities in human rights, democracy and citizen participation are being developed; capacity building workshops are replicated in these aspects and the promotion and defense of human rights and of the citizenry in the border region have begun under the auspices of the Ombudsman's Office. There is improvement in indigenous rights, territory and others

in Condorcanqui and a larger number of births certificates have been registered for the population.

- On the Intermediate Result 4 level, information on the Peace Agreements as been imparted, professional, commercial and cultural interchange activities carried out and the culture of peace promoted.

The social and human capital formed in the Program and border communities is oriented to generate a greater capacity in the organized population and to promote the State's presence in such a way as to achieve a local auto-sustained development.

The evaluating team highlighted the following recommendations:

- Strengthen the State's presence in the zones of Napo and Condorcanqui, with an emphasis on strengthening Plan Binacional.
- Build on the basis of what has already been achieved to assure the sustainability of the border communities to manage their own processes with emphasis on the development of projects, program management, resolution of conflict, negotiating skills, and public speaking and advocacy, especially for women. Where possible, indigenous organizations should be strengthened to continue to enhance local capacity after the life of the project.
- Invest in potential income- producing sources in the border zone, with priority focus in Napo, followed by Condorcanqui and then Piura. The priorities are:
  - Expansion of the potable water system for Iquitos
  - Provision of technical assistance for small and medium producers in collaboration with the MINAG.
  - Assistance for small business development and marketing through non-profit or for profit services.
  - Strengthening of ecotourism, sustainable extraction of timber and non-timber forest products, and development of products based on indigenous knowledge (e.g. medicines and other health products).
- Involve and focus on major gender themes:
  - Operationalize the gender strategy proposed via the consultant's report on "La Mujer Indígena" (Indigenous Women).  
Office with an action plan, a chronogram and responsible agents.
  - In Piura, develop a gender analysis in the productive activities of the Region and develop a plan of action based on this.
  - For indicator 1.3.2: Increase the number of development plans that incorporate women's priorities.
  - For indicator 2.1.1: Count the number of producers who have received aid and disaggregate the targets for men and women producers.

- Involve and focus on levels of communication/information/support of the Peace Agreements:
  - The Binational Plan must take into consideration, for a future communication strategy, the previous existing networks such as the Journalists for Peace and Binational Border Broadcasting.
  - Strengthen relationships with small local broadcasters in the communities where there is project intervention, providing more information, technical training and incentive

The majority of activities for this task order were completed in March. The final report was submitted in Mid-April, and a copy was included as an attachment to the SPIR/DAI First Quarter Report. Additional copies are available upon request.

## **SUPPORT TO THE NEW GOVERNMENT OF GEORGIA #803**

### **Project Description**

On September 29, 2004 DAI was awarded the task order under Strategic Policy and Institutional Reform IQC, Support to the New Government of Georgia (SNG). DAI will assist and support the work of the US Government Senior Advisor Daniel Kunin by advising staff in the offices of the President and Prime Minister on improving the effectiveness of their operations. To strengthen the day to day operations of these Offices and foster an effective policy formulation environment, the DAI team will provide training and technical assistance in:

- More effective management of executive offices;
- Strengthened policy formulation and implementation capacity, including developing procedures and practices that assist officials in prioritizing reforms;
- Improved intra-governmental consultation and information-flow, both vertically (with lower-level staff) and horizontally (with peers);
- Enhanced consultation with the Parliament of Georgia;
- More effective outreach and communication with citizens, and increased opportunities for public participation in the policy arena; and
- Operations that result in accountable performance of officials and staff, including the proper handling of resources entrusted to them.

To further support these objectives, DAI will procure modern office equipment and upgrade information technology and communication networks in the Offices.

## Activities and Accomplishments

- Opened and equipped DAI offices in the Government Chancellery
- Hired local personnel including Senior Project Management Specialist George Asatiani; IT Specialist David Taliashvili; and Administrative Assistant Anna Khvedelidze
- Trained Senior Public Management Expert (George Asatiani) in DAI management systems at the Bethesda headquarters
- Submitted Project Work Plan
- Prepared IT and office equipment procurement plan
- Conducted two Technical Assistance Assignments – assessment of media communication strategies, and of office management and operations
- Held a meeting with CTO Joe Taggart and Pat Fn'Piere at the company headquarters in Bethesda
- Held a videoconference with USAID Georgia

The first month of the project was mainly devoted to the project start-up activities including the set-up of the administrative and logistical systems. Our primary task for this period was to mobilize the project start-up team, hire local personnel, as well as conduct an assessment of IT needs in the Offices of the President and Prime Minister.

On 18 September the DAI Administrative Specialist, Artashes Pkhrikyan, arrived in Tbilisi to launch the project start-up activities. Upon arrival, our specialist met with the US government Senior Advisor Daniel Kunin to discuss the project start-up activities and coordinate next steps. In response to Mr. Kunin's request, the DAI specialist Artashes Pkhrikyan embarked on identifying and interviewing the candidates for the position of Senior Public Management Specialist.

During the meetings with Natalie Kanchelie and the Executive Assistant to the Prime Minister, Eka Badridze, the DAI Administrative Specialist conducted a preliminary assessment of the equipment needs for the Offices of the President and Prime Minister as well as discussed the needs for technical assistance in organizational and management support for the Offices. Specifically, it was indicated that both Offices are in need of clear and coherent structures that would provide for efficient division of roles and responsibilities among staff and ensure an effective policy formulation process. This, along with the insufficient skill level of staff and lack of modern equipment undermines the effective operation of the Offices and the reform agenda of the new government.

On 27 September, the DAI MIS Specialist, Sanjin Sahadzic arrived in Tbilisi. Mr. Sahadzic assisted by Mr. Pkhrikyan met again with Ms. Kancheli and Ms. Badridze for a more detailed assessment of the Georgian government needs in computer and office equipment. In addition,

Mr. Sahadzic discussed with the IT specialists of the Chancellery the configuration of the communication network in the building.

In the beginning of November, DAI's MIS specialist Sanjin Sahadjic finished his assessment of the Offices' MIS capabilities. Based on his field-work, Mr. Sahadjic recommended the design for a new information management system within the Offices that will improve operations and communication flows. The new system will include, for example, a switch managed network with increased operating speed from 10 to 100 MB/s. Each of the executive offices will have its own server linked to the network with a capacity for file and print sharing, antivirus protection, local messaging and collaboration, as well as Groupware, scheduling, and calendaring services. Based on his findings, Mr. Sahadjic also proposed a draft procurement plan for computer and network equipment which is to be used in soliciting bids from qualified vendors in Tbilisi (see below).

The month of December started with George Asatiani's trip to Bethesda. The purpose of his visit was to better familiarize him with DAI and provide him a thorough training in our field office management systems. The visit proved to be very useful. Mr. Asatiani was trained in various aspects of contractual, financial, and project management. He also met in person with many people at the headquarters that he communicates with on a daily basis.

In December, DAI also hosted CTO Joe Taggart and Pat Fn'Piere from the Office of Democracy and Governance. At a meeting with DAI Georgia team – George Asatiani, Mike Lynch, Artashes Pkhrikyan and Russ Webster – the project implementation progress was discussed as well as the plans for the near future including the upcoming technical assistance trips and the status of the IT procurement.

In December, DAI Senior Advisor Mike Lynch and Media/Communications Expert Joanne Adams conducted their first assignments in Georgia. Ms. Adams' assignment was to assess the media communications strategy and communications capacity of the two Offices. Mr. Lynch's assignment was to assess the overall management structure, Executive Office operations and office communications. Both experts had numerous meetings and discussions with key officials at the Offices of the President and Prime Minister. Discussions focused on identifying existing problems and operational deficiencies as well as the needs for technical assistance and training. Toward the end of the assignments, a video conference was organized with the participation of the experts, the DAI team in Bethesda and USAID officers in Georgia. The goal of the conference was to exchange opinions on the initial findings of the experts, assess the effectiveness of their strategies and the impact from their first visit to Georgia, as well as schedule next steps and trips. The participants agreed that DAI would prepare detailed recommendations based on the assessment and findings of the experts in Georgia and submit to USAID in early January 2005.